



Context and strategy

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INTRODUCTION

2.1 The CityPlan context and strategy chapter outlines the geology, history and geography of the City. It summarises national and regional guidance and considers current local strategic guidance in more detail. It describes the relationship of the Hull Urban Area to the region and the rest of the UK, and sets out the geographical pattern of the urban area, key commitments and strategic proposals.

2.2 The strategy forms the vital link between national and regional guidance and the CityPlan aims and objectives. In the following chapters these strategic aims provide the framework for objectives and policies.

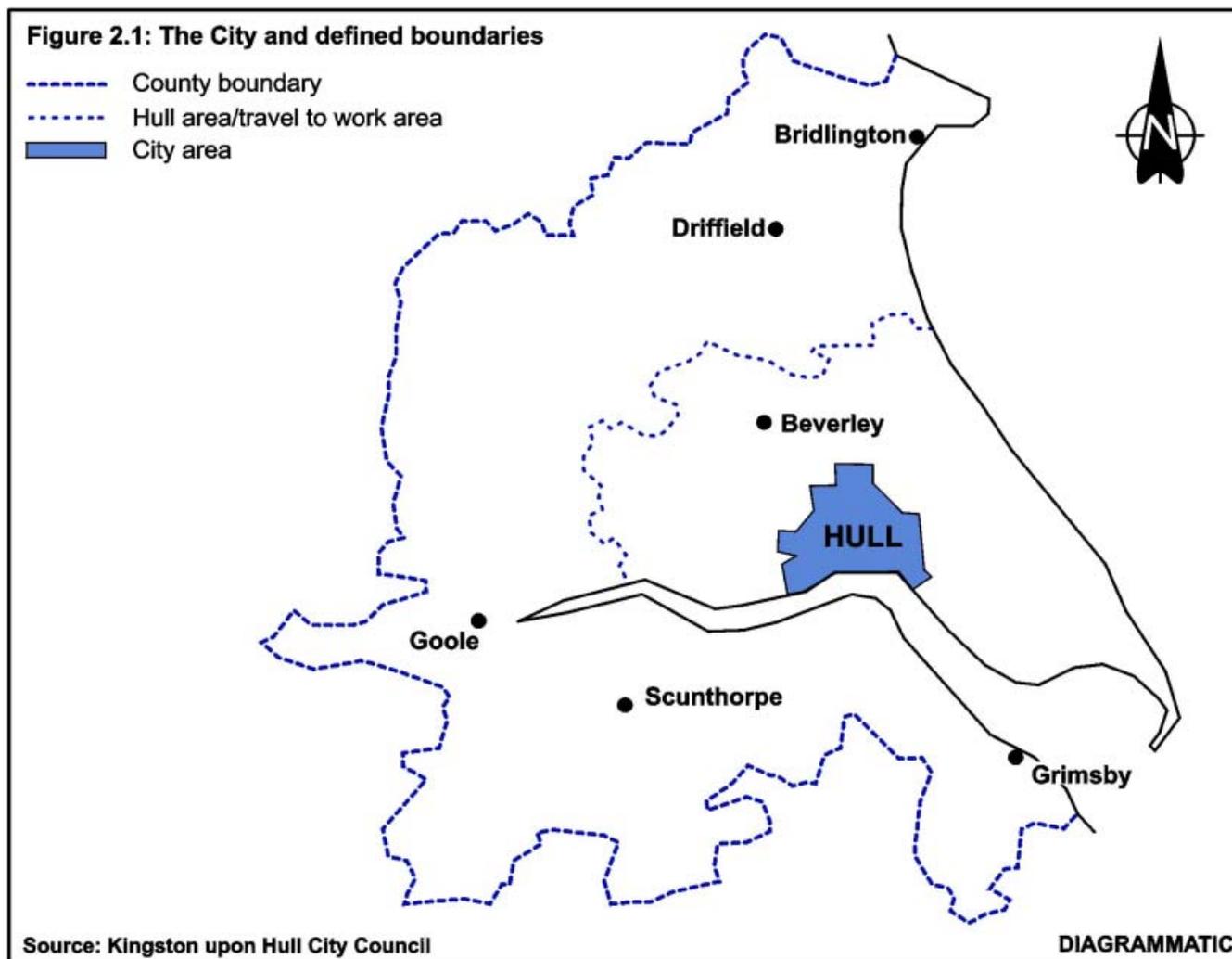
CITY DEVELOPMENT

Geology

2.3 Hull is sited on an alluvial plain overlying chalk rock, where the River Hull meets the Humber Estuary. The City is some 15 km east of the Yorkshire Wolds and about 25 km from the North Sea. Land within the City is generally flat, some 2 to 4 m above sea level. The only significant exception is in the north-eastern part of the City where a low ridge of boulder clay lies between the villages of Sutton and Wawne.

Historical development

2.4 Hull is a historic City with a population in 1992 of 268,500 and an area of some 7,145 ha (17,655 acres).



Context and strategy

The built up area, including the adjoining suburbs, has a population of 325,000. This is described as the Hull Urban Area. The Hull Area is the area north of the Humber for which the City provides the majority of jobs, entertainment, social and community facilities. This area is also known as the Hull Travel To Work Area and has a population of 434,000. These areas are shown in figure 2.1, 'The City and defined boundaries'.

2.5 There is evidence of settlement in the lower Hull valley during the Romano-British period. The name Myton, which is still in use, is mentioned in the Domesday Book. In the 12th Century, the settlement of Wyke was established by the Cistercian Abbey of Meaux and, by the end of the 13th Century, had become one of England's leading ports. In 1293, Edward I renamed the settlement Kingston upon Hull. The town was fortified and between the 14th and 15th Centuries developed as a port and as a military and naval base.

2.6 The industrial revolution caused a rapid expansion of the built-up area. Shipbuilding, oil and sugar refining and animal foodstuffs processing industries had developed by the early 19th Century. Increased trade and the emergence of Hull as a whaling and deep sea fishing port saw the development of 10 docks between 1778 and 1914. The first railway line opened in 1840.

2.7 The second half of the 19th Century was an intensive period of constructing speculative working class housing and the beginning of civic developments, for instance, creating Pearson Park in 1860, the City's first public park. As the City expanded rapidly, redevelopment replaced the fortifications and many of the original buildings, although the medieval street pattern of the Old Town is still largely intact.

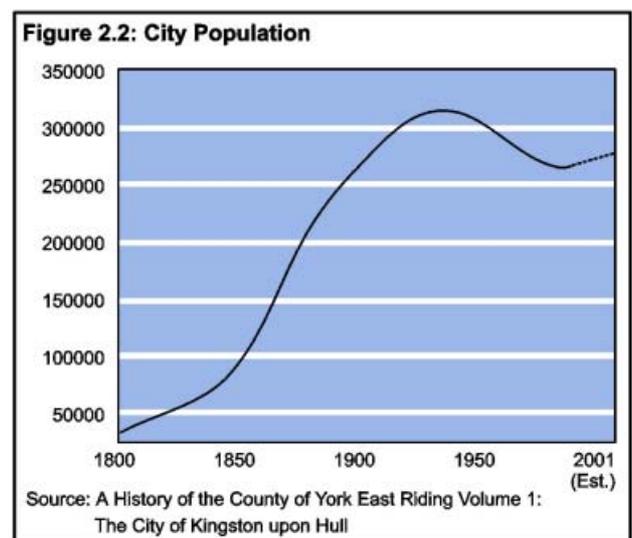
2.8 The end of the 19th Century and the peak of Britain's position as a world power are usually regarded as the City's most prosperous period, although there were enormous disparities of wealth between rich and poor. In 1897, Queen Victoria conferred the title of 'City' upon Hull. Many of the fine civic and commercial

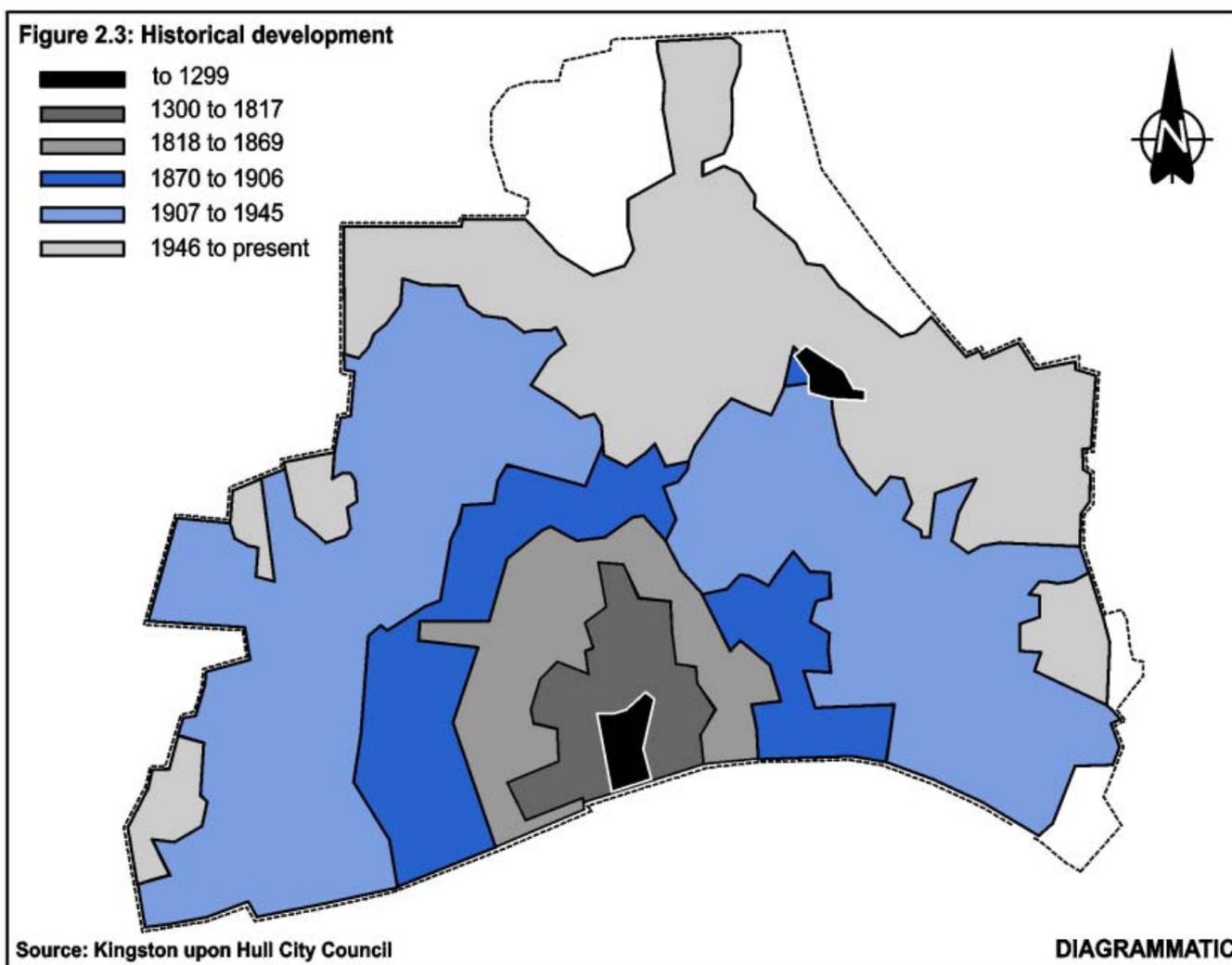
buildings date from the years preceding the First World War.

2.9 The City suffered from heavy bombing in the Second World War, which devastated the port areas and most of the City Centre. Many parts of the City were severely damaged and a massive programme of post-war reconstruction was undertaken and continued into the 1970's. The historic core of the Old Town survived relatively well and a major conservation programme began in the 1970's.

2.10 The physical growth of the City has continued throughout the 20th Century and four boundary extensions have been made. These were required initially to accommodate growth in population and later to cater for reduced inner area densities. The City's population grew to almost 318,000 in 1939, but has since declined as a result of a number of social and economic factors. The City's changing population since 1800 is shown in figure 2.2, 'City population'. Most large industrial cities have experienced post-war population decline as car ownership and real incomes have increased for most sections of the community.

2.11 The 1970s brought major structural changes to the port and a rapid decline of fish landing leading to large areas of derelict docks and railway land. The last 15 years have seen the City facing up to new





challenges and opportunities, notably in massive programmes of regeneration and renewal in the inner area, docklands and in rejuvenating the City Centre.

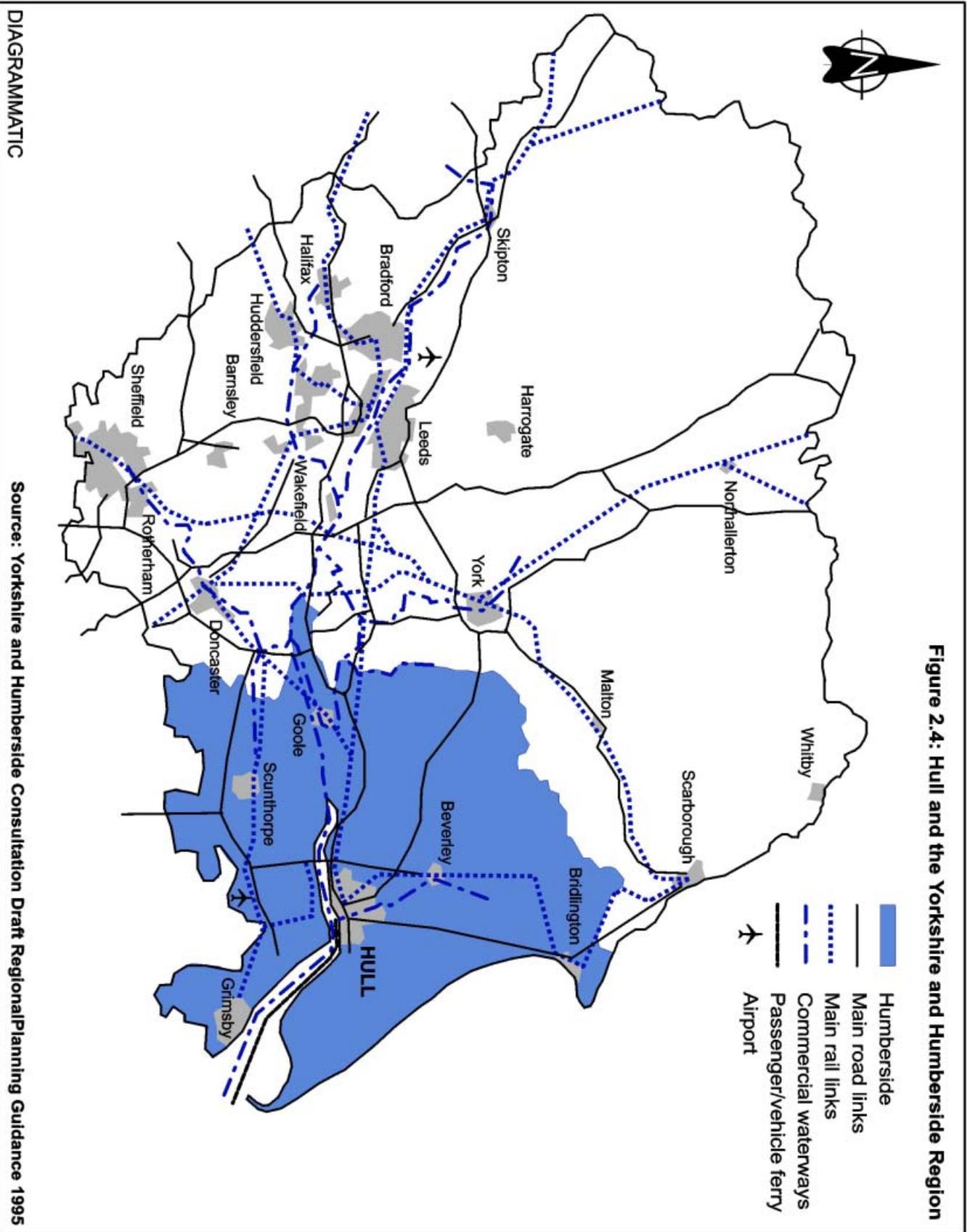
2.12 Today the City forms a semi-circle with an average radius of some 7km. The pattern of major roads has developed from routes radiating from the historic centre to the suburbs and villages beyond. The distribution of major land uses owes much of its origins to the River Hull and the Humber Estuary, along which most of the major industries, port areas and docks have developed. The industrial and port uses form an inverted 'T'-shape with the City Centre and the pre-18th Century settlement where the River Hull joins the Humber Estuary. The two segments of the City between these industrial areas are primarily housing

with significant open areas defining the boundaries of communities. The historical development of the City is shown in figure 2.3.

Location and communications

2.13 The City is on the north bank of the Humber Estuary at the mouth of the River Hull. One of Yorkshire's major cities, it is a considerable distance from other major centres. York is some 60 km and Leeds 90 km away. Consequently, the City has developed as a sub-regional centre for a wide area on the north bank of the Humber.

2.14 The main communication links to the rest of the UK and Europe are shown in figure 2.4, 'Hull and the Yorkshire and Humberside Region'. The main features are set out overleaf.



Road

In the last 15 years vastly improved road links have significantly reduced the City's traditional isolation. The A63 Clive Sullivan Way connects with the M62 and the national motorway system. The Humber Bridge connects the City with the A15 and eastern England. The A1079 links the City with York, routes to the north east of England and to Scotland.

Rail

The City is linked to the London to Edinburgh electrified main line at Doncaster and York, and westwards to Leeds, Manchester and Sheffield. There is a direct InterCity service to London. Freight services have declined over a long period, but the recent increase in port activities has encouraged growth in rail freight.

Water

The City has daily passenger and freight ferry services across the North Sea to the Netherlands and Belgium, and regular freight-only services to a wide range of other European and international destinations. The Humber Estuary provides an important link for freight traffic to the canal networks servicing South and West Yorkshire and the East Midlands.

Air

Humberside Airport at Kirmington, South Humberside is within 20 km of the City. It provides regular services to mainland Europe and other major UK cities. Passenger and freight services have increased rapidly in recent years and major investment, including a recently extended runway, offers considerable further growth potential.

Cycling and walking

The City is linked to the Continent (via the daily passenger ferry services) and the Irish Sea coast by the developing 'Trans-Pennine Trail', a strategic cycle track/footpath route.

Recent trends

2.15 The City provides major employment, leisure, cultural and educational facilities for a large area of Humberside. In the last decade or so there have been substantial changes in the perception and quality of the environment. The City's population structure, income levels, local economy, housing, community uses and transportation facilities have all undergone change. Recent trends and prospects are outlined below.

The environment

2.16 Because the City is relatively flat, there are few physical restraints to development and many open areas are the subject of pressures to build. Within the City there is little natural woodland. There have been both positive and negative changes in the quality of the environment in recent years.

2.17 On the positive side, large areas of derelict land have been redeveloped – particularly in the docklands area – and large areas of housing, commercial and industrial land have been improved. Much of the City Centre has become traffic free. Locally, air quality has been improved through smoke control orders, changes in manufacturing processes and the economic structure of the City. There has been a general improvement in public awareness about the environment. This includes a need to retain open areas, plus the existing, and potential of the environmentally enhanced value of the following areas: Rivers Hull and Humber, drains, ponds, lakes, docks and inlets, the urban landscape and disused features like railway lines, mud flats, wildlife corridors and habitats. The Humber Estuary's international importance to wildlife is recognised and upheld together with that of the Estuary's water quality.

2.18 On the negative side, increased car ownership and use has led to higher noise levels and exhaust emissions. Open land, valued for its nature conservation, recreation and amenity uses, including

that in agricultural use, within, around and immediately beyond the City boundary, is under pressure. The quality of the built environment in some areas of the City continues to decline through a lack of public and private investment.

Population and income

2.19 Until recently the population of the City continued to decline. This trend has now been reversed, and this increase will continue over the Plan period. Average household size has been falling and there are now more single person households of both young and elderly people.

2.20 Average earnings for both males and females have increased in real terms, but are still well below the national average, with a large proportion of workers in low paid and part-time work. Despite increased average earnings, in common with the rest of the UK during the past decade, income has been redistributed from the relatively poor to the better off. This means that there are significant groups of the population concentrated in certain areas of the City, notably the



Sutton Fields Industrial Estates

inner area and many of the outer estates where deprivation has increased.

Economy

2.21 The local economy has experienced one period of relative boom and two recessions since 1980. The level of unemployment in Hull has been above the national average throughout this period, although the rate of increase in the recent recession was below the regional and national rate. Changes in the level of economic activity have been accompanied by changes in the nature of the economy. For instance, in common with national trends, manufacturing has declined and the service and warehousing sectors have increased. In general, the broad base of the City's economy, which underwent painful restructuring in the 1970s and 1980's, enabled Hull to weather the latest recession better than many northern industrial cities.

2.22 Recent expansion in the Port and the improved links with Europe offer the City great potential for growth. The City's workforce has proved to be flexible and resilient.

Housing

2.23 The last decade has seen a major shift to renovating houses in both the private and public sectors and a halt to clearance and Council house building. Although a large number of houses have been improved and major programmes for the public housing stock are underway there is evidence that the overall condition of the City's housing stock is deteriorating. This is because of the Government restrictions on investment by the City Council, lack of investment by the private sector and the increasing average age of housing in the City.

2.24 During the last decade, private house building in the City has remained fairly stable at about 500 dwellings each year. The changing demographic structure, no Council house building, selling a large proportion of the attractive, family rented, public housing and the shrinking privately rented sector have

created a severe problem of homelessness and a lack of affordable housing. The halt in Council house building has only been partially offset by increased construction by housing associations.

Shopping

2.25 There have been major changes in the structure and pattern of shopping, such as :

- major growth in non-food retail warehousing;
- new local shopping centres; and
- major additions to City Centre shopping at Princes Quay and Kingston Park.

2.26 This growth has been paralleled by a loss of some City Centre department stores and a general decline of some traditional centres. As well as these changes, there is evidence that shopping floorspace in the City has not grown in line with earnings or retail spending. This indicates that expenditure is being lost to retail centres outside the City.

Sports pitches, recreation and community facilities

2.27 Levels of participation in sport and leisure activities have been increasing steadily. Facilities have improved considerably over the last decade, notably the building of new sports and community centres. During the period of the CityPlan it is likely that the voluntary and private sector will make an increasing contribution to sport and leisure because of long term restrictions on local authority spending.

Hospital and education facilities

2.28 Hospital and education services are restructuring with the aim of improving standards of provision and cost effectiveness. These pressures will continue releasing buildings and land for alternative uses and requiring land for development. School grounds have become an established open space resource for the whole community, and their loss, as a result of development, is becoming the subject of wide ranging public concern. Both universities are planning significant expansion.

Tourism

2.29 Tourism is an important part of the European and regional economy. The Hull Area has some of the region's major tourist attractions and events. The City has increased its range of tourist facilities, thus raising its profile as a tourist destination. Tourism creates jobs, generates income, provides facilities for local residents and helps to market and promote the City, thereby encouraging inward investment.

Transport

2.30 The trunk road system linking the City to the regional road system has been significantly improved, and the motorway box south and north of the estuary, including the Humber Bridge has been completed. Within the City, a number of new schemes have been completed in the last ten years, including most of the City Centre 'Orbital Box' and several important new link roads. Facilities for pedestrians and cyclists have also been improved, particularly access to, and within, the City Centre.

2.31 The 'deregulation' of local buses has generally had a negative effect on the overall network and the off-peak level of service and the number of passengers has steadily declined. Increasing car ownership has improved mobility for some, but many areas of the City suffer from congestion, traffic danger and a degraded environment.

2.32 In common with most areas away from the main inter-city rail corridors many passenger services have become less frequent, although new trains and services have been introduced on the Trans-Pennine line to Leeds and Manchester. Until recently freight services had declined to a very low level, but have now begun to increase as a result of a new freight service to the docks. As a major settlement on the rim of the emerging North Sea 'trans-national' region and as a key link in the increasingly important north European transport corridor, the City and Port of Hull have been developing their role as the Northern

Gateway to Europe. This will confirm Hull as the pre-eminent port for both goods and passengers from the northern part of the UK and Ireland to northern Europe.

NATIONAL AND STRATEGIC GUIDANCE

2.33 The context for preparing the CityPlan is set out in a wide variety of national, regional and local strategic guidance. City Council corporate policies are also significant as far as they relate to land use planning and the management of the environment.

National planning guidance

2.34 The Secretary of State for the Environment regards the Planning system as essential to economic and social development, while maintaining and enhancing the environment. The Secretary of State does not publish national strategic guidance, but does produce a series of Planning Policy Guidance (PPG) Notes providing advice on the function and operation of the Planning System. The relevant PPG Notes are reflected in the policies and proposals of the CityPlan. The current list of PPG Notes available in 1996 is at the back of the Written Statement.

Regional Planning Guidance

2.35 Draft Regional Planning Guidance (RPG) for the Yorkshire and Humberside region was published by the Department of the Environment in January 1995. It is based on advice submitted by the Standing Conference of Local Planning Authorities in December 1993. When approved, it will provide the strategic regional framework for development plans.

2.36 In summary, the draft RPG stresses the importance of sustainable economic development and the need to balance protecting the environment with promoting new development to bring economic prosperity and competitiveness. It underlines that development should not result in the loss of valuable open space in urban areas and green belts.

2.37 The draft RPG has four key objectives:

- promoting economic prosperity and competitiveness in national and international markets;
- conserving and enhancing the regional environment;
- facilitating industrial adjustment, economic diversification and urban regeneration; and
- making the best use of available resources.

2.38 Key priorities identified in the draft RPG relevant to the Hull Area are as follows:-

Sustainable development

- All development should be planned in ways to assist sustainability and respect environmental constraints;
- major generators of travel demand, such as shopping centres, should be located in, or close to, existing centres which are highly accessible by modes other than the private car; and
- unused or derelict land in urban areas should be recycled, surrounding countryside should be safeguarded from encroachment and neighbouring settlements prevented from merging.

Economic growth

- Development plans should assist in diversifying the regional economic base by making available attractive sites at appropriate locations.

Regeneration

- Efforts should be made in older industrial areas to encourage regeneration through improved infrastructure, reclamation of derelict and under-used land and environmental improvement; and
- development plan policies should complement initiatives funded through the Single Regeneration Budget.

City centres

- Cultural, social and business development should continue to be focused on town and city centres.

Housing

- Greenfield development should be minimised by making the most of the existing housing stock, encouraging the conversion of larger dwellings, redundant offices and warehouses, and spaces above shops into flats, and recycling previously developed land in urban areas.

Transport

- Transport policies should be co-ordinated to maintain and improve national and European links, provide for safe and efficient movement of people and goods and reduce the growth in the number and length of motorised journeys, particularly by private car; and
- energy efficient transport such as walking, cycling, buses, trains and trams should be particularly encouraged.

2.39 The CityPlan reflects the regional economic and transportation strategy, and the Yorkshire and Humberside Regional Strategy which is the first economic development strategy for the region. It has been prepared by a partnership of local authorities, government departments, commerce and industry, and trade unions.

Humberside Structure Plan

2.40 The strategic planning framework for the Hull Area is set by the Humberside Structure Plan approved in 1987 and Alteration No. 1 approved early in 1993 (HSP). The main features are shown in figure 2.5 'Hull Urban Structure'. In March 1994, the County Council published a consultation draft of the Humberside Structure Plan Replacement. The Structure Plan was not progressed to final adoption due to Local Government reorganisation in 1996. Future strategic planning on the north bank of the Humber will be

carried out jointly by the unitary authorities of Hull and the East Riding of Yorkshire. The HSP is summarised below in terms of issues and aims, followed by objectives and main provisions.

Issues and aims

2.41 The HSP defines the City as the sub-regional centre for Humberside and emphasises that planning issues must be addressed in the context of the Hull Area as a whole. Its main purpose is to secure an efficient pattern of land use and to protect and enhance the environment.

2.42 The six main aims of the HSP are:

- encouraging economic activity and creating new jobs;
- meeting Humberside's housing needs, giving choice within the existing settlement patterns;
- making the best use of existing resources and encouraging investment where it is needed;
- securing a co-ordinated transport system which will serve economic and social needs;
- ensuring that people have access to a wide range of services, including shopping, leisure and community facilities; and
- making the best use of Humberside's environment, taking account of the need to conserve and enhance it.

2.43 Applying these aims to the CityPlan, overall guidance can be summarised as:

- promoting economic growth;
- revitalising the main urban area; and
- conserving and enhancing the countryside, and the urban heritage.

Objectives and main provisions

2.44 Key topics for the HSP include the environment, economic growth, housing and settlement, and retailing. The County Council's Greater Hull Transportation Study (approved in 1992), provides a

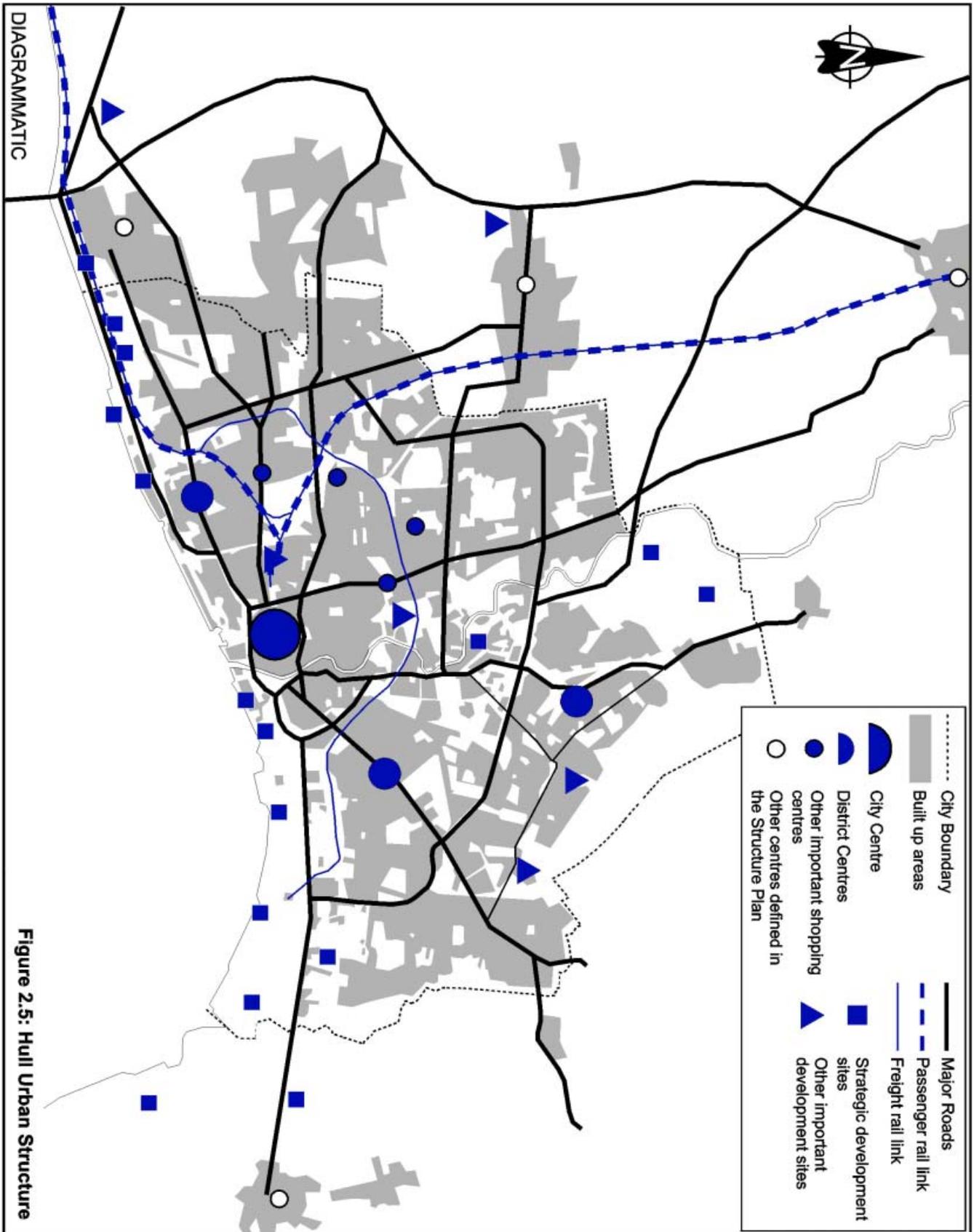


Figure 2.5: Hull Urban Structure

new strategy for movement and mobility in the Hull Urban Area. It is reflected in the Replacement Structure Plan Consultation Draft and is an important element of strategy to be reflected in the CityPlan.

Environment

2.45 The HSP stresses that environmental quality has an important part to play in attracting new development, encouraging regeneration and improving the quality of life. Conserving and enhancing the natural environment is encouraged and promoted. Furthermore, the City must play its part in tackling global environmental and pollution problems.

2.46 Changes in agriculture, the possible establishment of woodlands and other structural measures to reduce surplus production all influence Plan preparation. The best and most versatile agricultural land should not be built upon. Undeveloped countryside in and around the City, including agricultural land, presents a positive, high quality image.

2.47 The HSP notes that planning policies over several decades have maintained significant green areas between settlements. Retaining these areas is a major element of the strategic planning framework and of the emerging development plans of local planning authorities in the Hull Area. The HSP supports proposals to increase attractiveness, accessibility and public use of the open areas on the urban fringe. It seeks to balance agricultural functions with improving facilities for the public to enjoy the countryside. The City Council is in partnership with neighbouring local authorities and the Countryside Commission in the North Humber Countryside Initiative, which includes among its aims enhancing urban fringe areas.

2.48 Established HSP policy seeks to control the growth of the urban area and to retain two strategic open areas between settlements to the west of the City. This concept is supported by the former East

Yorkshire Borough of Beverley in its Deposit Draft Local Plan, September 1993, and by the City Council both as a local planning authority and as a major owner of land in the strategic open areas adjacent to the City boundary.

Economic growth

2.49 The focus of economic development is on revitalising older industrial parts of urban areas. The Structure Plan recognises the Hull Urban Area as one of the County's major centres for employment. Proposals for employment uses are encouraged, providing there are no unacceptable environmental or traffic consequences.

2.50 Structure Plan Policy E2 identifies four strategic locations for employment use within Hull: North Hull – 60 ha; Dairycoates – 45 ha; Disused Dockland (West) – 35 ha; and Disused Dockland East – 60 ha. These

Figure 2.6: HSP Strategic employment locations (available land in 1987 and 1995) in and adjoining the Hull Urban area

	Area (to nearest 5 ha)	
	1987(HSP)	1995
	(estimated available land)	
Sutton Fields	60	35 ⁽¹⁾
Priory Park	45	60 ^{*(2)}
West Hull Docklands	35	less than 20ha
East Hull Docklands	60	85 ⁺⁽¹⁾
Kingswood	-	50 ⁽²⁾
Hedon Haven**	80	80 ⁽²⁾
Saltend**	45	45 ⁽²⁾

Locations shown in HSP, 1987 (except Kingswood) and Replacement Structure Plan 1994.

* part in East Yorkshire Borough of Beverley

** in Holderness Borough

+ includes port related uses

(1) various available plot sizes

(2) could provide for a larger single user

sites were identified on the basis of 1984 estimates. Two of these sites are no longer, in practice, strategic employment locations. These are Disused Dockland (West) where different uses have been developed and Disused Dockland (East) which has been redeveloped for housing and ancillary uses. The other two Structure Plan strategic employment locations remain as such in this Plan. They are North Hull (called Sutton Fields in this Plan) and Dairycoates (now called Priory Park). This Plan also puts forward two further strategic employment locations: they are Kingswood and East Hull Docklands the latter lying to the east of the Structure Plan Disused Dockland (East) site. The current position about strategic locations in the adjoining Hull Urban Area is shown in figure 2.6 Strategic employment locations.

Housing and settlement

2.51 The HSP emphasises the importance of retaining the increasing population in Hull, encouraging renewal initiatives and making the best use of existing stocks of housing land. Strategic planning policies aim to ensure that the first priority for providing land for new housing in the former East Yorkshire Borough of Beverley will be within the Hull Urban Area.

2.52 Outside the Hull Urban Area, the settlement hierarchy sets guidelines for the appropriate level of housing development. The Urban Centres are generally medium sized towns or large villages with a range of services, which can accommodate a reasonable amount of new development. In the Hull Area, the five Urban Centres are Beverley, Elloughton, Brough, Hedon, Hornsea and Withernsea. The level below Urban Centres is Selected Settlements which are generally larger villages helping to meet housing needs in the rural areas. These usually have some spare capacity allowing scope for some housing development compatible with the size and character of the settlement. In all there are 26 Selected Settlements in the Hull Area. In the smallest villages, the Non-selected Settlements, only very limited

development is permitted. Outside these Settlements in open countryside, housing is not permitted except for agricultural or forestry purposes.

2.53 For some years, future housing requirements in the Hull Area have been the subject of joint working by the County and City Councils and the two adjacent districts. This group – the Hull Area Joint Housing Study – has aimed to ensure that, in meeting their agreed targets, the first priority for providing new housing will be within the Hull Urban Area.

2.54 In his decision on the Humberside Structure Plan Alteration No. 1, the Secretary of State determined, for the period 1989 – 2006, the following requirements for new dwellings:

Hull	11,900
Beverley Borough	9,000
Holderness	5,250
Total Hull Area	26,150

2.55 Within the Hull Area, there are currently stocks of housing land for about 25,000 new homes. There is an adequate range of different sizes and types of site. At the current building rate of some 1,700 dwellings a year, this stock of housing land should last about 15 years. In line with the overall strategy, most of this land is within the City of Hull.

2.56 The proposal to provide some 26,000 new dwellings compares with an existing housing stock of about 166,000 dwellings, of which 109,000 are within the City. With virtually no planned clearance, the great majority of the housing stock for the year 2006 already exists.

2.57 The HSP identifies as a key issue, improving the environment and condition of the existing stock of dwellings. In particular, the environmental quality of many of the outer estates and the older housing areas in the inner city is below acceptable standards.

2.58 The HSP refers to the availability of affordable and social housing as an issue to be dealt with in development plans.

Shopping

2.59 The HSP recognises Hull City Centre's role as the main retail and commercial centre and that diversity and activity need to be maintained if it is to retain and enhance its vitality. Despite recent improvements, the City Centre needs further measures including better parking, improved access and further environmental enhancements if it is to compete with other locations.

2.60 The HSP confirms the role of the important district centres of North Point, Hessle Road, and Holderness Road. These centres provide accessible concentrations of shops and local services.

2.61 The HSP notes that the Local Planning Authorities in the Hull Area have recognised the need for new shopping development where it is beneficial in reducing congestion and providing variety. Reference is made to the contribution that retail investment and development can make to urban regeneration and by bringing derelict or under-used sites into use, generating jobs and providing facilities accessible by public and private transport.



Beverley Road bus lane

Transport

2.62 The HSP identifies good links with the rest of the region and Europe as a key factor to ensure future prosperity. Improving the transport system should assist urban regeneration, encourage investment, enhance the environment and improve mobility for all sections of the community. Improvements to the main trunk and principal road networks are supported. Electrifying the rail links between the Humber Ports and East Coast Main Line and developing an East Coast dual carriageway road, linking the Humber Bridge and the A15 to the M11 and North East are projects advocated in the Humberside Structure Plan. However, the East Coast route is not included in the National Roads Programme and is unlikely to be built.

2.63 In 1992 the County Council, as highway authority, agreed the 'Greater Hull Transportation Strategy' (Greater Hull has a similar boundary to the Hull Urban Area with the addition of the built up area of Beverley) which looks ahead to 2006 and aims to promote a significant shift of journeys from private car to public transport. The strategy's main features, providing important new guidance for preparing the Hull CityPlan, include:

- improving a series of public transport (bus) corridors based on the main radial roads linking the suburbs to the City Centre, including bus priority measures, improved infrastructure and environmental enhancements;
- implementing Park and Ride facilities justified by potential demand and improvements in bus journey times;
- developing three 'guided bus' routes to link Park and Ride sites at Kingswood, North Hull and Willerby, and areas along the route corridors to the City Centre;
- further development of parking policies in the City Centre to discourage commuter long-stay car parking;

- providing traffic calming on an area basis related to the provision of public transport priority measures;
- abandoning most major highway schemes with no further plans for new major roads except a Hedon Road to Ganstead Lane link and those schemes committed in the current programmes (further new highway schemes will only be promoted if they can improve public transport);
- developing a cycleway network; and
- providing new stations and halts on the existing passenger railway lines related to Park and Ride and, in the longer term, introducing passenger services and stations on the currently freight-only line to King George Dock and Saltend.

2.64 The City Council supports the new strategy in principle. The City Council has also supported further joint studies of public transport options and the increasing role of rail passenger services and facilities. The City Council has promoted constructing a tunnel to take the A63 trunk road under the River Hull.

Corporate policies

2.65 The CityPlan must also be consistent with, and indeed form a vital part of, the City Council's corporate strategy and sense of direction. While the CityPlan is required by law to be a land use policy document, considerations of land use are inevitably inter-related with the City Council's housing, social, economic and people based concerns and aspirations.

2.66 The City Council has agreed a statement of the CityPlan's aims and objectives as a necessary move towards establishing a corporate strategy based upon:

- improving the quality of life of Hull's citizens;
- a confident and outward looking approach in line with its role in community leadership;
- promoting inward investment in the City to protect and create new jobs and increase the local resources available for growth and for social justice;
- alleviating poverty and deprivation by targeting the

Council's limited resources to where they are most needed, thereby forming effective anti-poverty strategies;

- a commitment to initiatives to foster community participation, community enabling and empowerment;
- promoting equal opportunities and helping to fight racism;
- improving the physical environment of the City to contribute towards inward investment and economic confidence and to provide a high quality setting for all the City's activities; and
- ensuring that the development and use of the built environment respects and is in harmony with the natural environment, and that the relationship between the two is designed to be one of balance and mutual enhancement.

2.67 The City Council is committed to a strategic approach to resource management and to corporate working across a wide range of its activities. The management system is being reformed to encourage decentralisation and more effective decision making. The CityPlan reflects these aspirations. It will play a part in helping to achieve these aims and objectives and in improving communications between the City Council, other public bodies, the private sector, interest groups and residents.

Unitary status

2.68 The 1996 national review of local government structures included the whole of the County of Humberside and some adjoining areas. The Government had earlier made clear its intention that the establishment of single all-purpose 'unitary' authorities for the major cities was one of the primary objectives of the review.

2.69 The Government recommended that Hull becomes an all purpose authority on its existing boundary, but that Strategic Planning is jointly prepared by successor authorities of Hull and the East Riding of Yorkshire Council on the north bank of the Humber.

Northern Gateway

2.70 The City's position in Europe as the major port on the United Kingdom's East Coast, north of London, is likely to be the most important single factor in its future economic development. The City is being promoted as the Northern Gateway, a key port with trading links across northern Europe stretching from Ireland to the Baltic States. Developing this role, with the implications for land uses and transportation, is a key strategic element for the CityPlan.

Community needs

2.71 Hull has been an Urban Programme Authority since 1979, recognising its particular urban problems. Although its bid for City Challenge in 1992 was not successful, the work undertaken in preparing the bid has helped to build on the achievements of the Urban Programme in creating a real partnership of interest between local people, employers, voluntary and statutory organisations and the City Council. Continuing this partnership will generate a clearer understanding of community needs and the extent to which the City Council and other agencies are able to respond. Further discussion of the Council's current urban regeneration priorities and approach to partnership is given in the Urban regeneration chapter. The CityPlan will reflect these aspirations and, where practicable, provide for them with appropriate land use policies.

Hull's Anti-Poverty Strategy

2.72 The City and County Councils, the Health Authority and the voluntary sector have established a partnership to develop and implement an Anti-Poverty Strategy for the City. The strategy will be directed primarily at the needs of :

- the unemployed;
- the elderly;
- lone parents;
- those with disabilities;

- ethnic minorities;
- those on low incomes;
- young people; and
- carers.

2.73 The strategy has six basic aims:

- maximising disposable income;
- improving employment prospects;
- enhancing access to education, social, housing and leisure opportunities;
- countering the growing trend towards increasing ill health among poorer people;
- improving access to and information about services; and
- lobbying on poverty issues at national and European levels.

2.74 The CityPlan, its aims, objectives and policies has regard to the aims of the Anti-Poverty Strategy in terms of land use and transportation matters.

Single Regeneration Budget

2.75 In November 1993, the Government announced a package of measures designed to encourage regeneration and economic development in England. This included setting up a Single Regeneration Budget (SRB) to combine the resources from 20 different programmes, including Estate Action, Housing Action Trusts, Urban Programme, Task Forces, Training and Enterprise Councils and English Partnerships (Urban Regeneration Agency). The SRB commenced in April 1994 on the basis of ongoing schemes, but, to gain finance for future schemes, bids were submitted in September 1994 within the context of an overall City Regeneration Strategy. The City has now been awarded £25.3 million from the first round of the Single Regeneration Budget to fund projects which are priorities in the City Regeneration Strategy(1994). The CityPlan forms a fundamental part of the City Regeneration Strategy(CRS) by showing how its aims and objectives can be achieved in land use terms.

River Hull Lock

2.76 The River Hull Corridor has been identified as a Regeneration Priority Area in the Urban regeneration chapter. A River Hull locking scheme has been put forward by the City Council as an imaginative solution promoting the regeneration of the City's industrial heartland and easing road vehicle traffic congestion and delay arising from bridge openings.

2.77 The concept of the scheme is that of a lock to form a barrier to impound the River Hull, close to where it joins the Humber. It would ensure a relatively high level of river water enabling vessels inside the River Hull to use, move and berth at all times, subject to avoiding peak road vehicle traffic periods.

2.78 Initial discussions with key interest groups are reasonably encouraging, but a series of feasibility studies will need to be undertaken into:

- traffic and transport;
- engineering and construction;
- economic and development implications;
- environmental and water quality assessments; and
- costs and benefits.

If these studies demonstrate acceptable benefits and identify the project as feasible, then appropriate policies promoting a lock and allocating a site area will be incorporated in a future review of the CityPlan.

Other corporate policies

2.79 Preparing the CityPlan is one of the City Council's main priorities, recognising not only the Council's statutory duties as a Planning Authority, but also the CityPlan's key place in relation to a wide range of corporate policies and strategies. These include corporate policy documents such as the Housing Strategy, the City Economic Development Strategy and the Environmental Charter. Other important related areas include the work of the Humberside Training and Enterprise Council (TEC) and the Regional Economic Strategy.

Sustainable development

2.80 The most widely quoted and accepted definition of sustainable development is:

'Ensuring that the needs of the present are met without compromising the ability of future generations to meet their own needs.' (*)

2.81 There is a corporate commitment to sustainability and sustainable development, the City Council subscribing to the UK Local Government Declaration on Sustainable Development (**). Through this the City Council has endorsed the objectives of sustainable development, which means:

- staying within the capacities of the natural environment while improving the quality of life;
- offering our children opportunities at least as good as those available to us;
- ensuring that the poorest and most disadvantaged in society are not, by reason of their poverty, forced to ignore the obligations of sustainable development; and
- integrating environmental policy objectives with social and economic policies.

2.82 At the local level, authorisation to progress a comprehensive Environmental Action Plan (EAP) for Hull was given by the City Council in February 1994. This will ultimately be Hull's Local Agenda 21 and will comprise a detailed action plan to halt and reverse the effects of environmental degradation and promote environmentally sound and sustainable development.

2.83 Development Plans are identified as having a key role in ensuring that development and growth are sustainable because they are at the heart of the planning system. The strengthening of the plan-led

(*) World Commission on Environment and Development 'The Brundtland Report – Our Common Future' 1987.

(**) Local Government Management Board (LGMB) 1993. Local Agenda 21, Principles and Practice: A Step by Step Guide.

system, together with the requirement that local planning authorities need to take account of the environment, in its widest sense, means that development plans are now being prepared with a view towards long term trends and global issues; an approach which has potentially enormous benefits for the environment.

2.84 The City Council, in line with Government guidance given in PPG12 Development Plans and Regional Planning Guidance(1992), carried out an environmental appraisal of the Deposit Draft of the CityPlan (***) to ensure that the policies and proposals would result in sustainable development. The purpose of this initial appraisal is to lay the foundations for patterns of development, urban form and transport which embody the principles of environmental protection and enhancement, and energy efficiency. This will help to achieve the wider environmental, social and economic objectives of sustainable development.

STRATEGY

Strategy approach

2.85 The CityPlan cannot be a blueprint. The forces changing a large urban area over a 10 to 15 year period are too complex to allow precise forecasting. However, the CityPlan must provide a guide for managing environmental and land use change. The CityPlan seeks to take a systematic and balanced view of the pressures for change and to promote beneficial development and regeneration while protecting and enhancing environmental quality.

2.86 The City's pattern of land use, built form and facilities is the product of generations of effort and continual change. The CityPlan will help to meet the challenges and opportunities over the plan period and will be flexible enough to accommodate change that cannot be precisely predicted at this early stage of the

(***) Hull CityPlan Environmental Appraisal, September 1995.

plan making process.

Strategy themes

2.87 In partnership with Hull's People, the City Council is developing a clearer vision of the kind of city Hull can become over the plan period, and of the ways this might be achieved. This vision addresses the City's strengths and weaknesses. It sees Hull as a city providing an improving standard and quality of life accessible to all citizens, with an improving environment and a diverse and successful economy adaptable to change.

2.88 To focus more clearly on the CityPlan and to help formulate aims and objectives, strategic main themes have been defined considering Hull as a:

- Historic Maritime City;
- Green City;
- Business City;
- Social City; and
- Academic City.

2.89 The City's origins and its changes in fortune and growth have always been linked to its location. Key features are its proximity to the deep water channel and access to its hinterland. Hull is now the Northern Gateway to Europe with regular scheduled freight and passenger services to Europe and beyond. Connections to its hinterland are good and improving and some 20 million people live within three hours drive of the Port. The Port is the fastest growing in the UK and new investment and increased trade with Europe offer exciting opportunities. The City must find ways of 'adding value' to goods passing through the Port to create more quality jobs in processing and manufacturing as well as handling. The CityPlan helps to realise the potential to become a major European City and growth centre in the emerging North Sea trans-national region.

Historic Maritime City

2.90 Hull's long and often turbulent history has left

the City with a fine legacy of buildings, street pattern and built form. The City has a unique maritime heritage and character and a wide range of artistic and cultural attractions for both residents and visitors. The CityPlan will try and ensure that this character, making Hull unique, is conserved, enhanced, and added to as part of the changes occurring as the City adapts to new challenges and opportunities.

Green City

2.91 Medium sized compact cities, like Hull and its wider urban area, are a good basis for a more sustainable future in which consumption and waste are reduced and recycling is increased. All the CityPlan's policies and proposals will support these aims. The CityPlan protects and enhances Hull's natural and built environments and seeks to help the City play its part in ensuring the living standard of future generations is not compromised.

Business City

2.92 Hull is one of the region's foremost economic centres, providing goods and services for a wide area. The CityPlan directs investment and fosters regeneration to strengthen Hull's role as a regional centre. It encourages business development consistent with the City's needs. The City Centre and major employment areas have always served large areas beyond the City boundary. The CityPlan directs investment to expand the City's wider role as the sub-regional centre.

Social City

2.93 Above all, the CityPlan is a plan for people. It will help all sections of the community to get the housing, facilities and services they need. The CityPlan strives to tackle the fact that too many of Hull's people are disadvantaged by poverty, discrimination, disability, and lack of mobility.

Academic City

2.94 Hull is an important academic centre providing

wide ranging and good quality education for students from the locality, the United Kingdom, continental Europe and worldwide. The City has two universities and a further education establishment. Hull University and the University of Lincolnshire and Humberside, in particular, have a major role to play in terms of generating income, creating jobs and promoting the social and cultural development of the City. The CityPlan encourages opportunities to develop a modern academic City providing quality vocational learning and pure and applied research to stimulate economic and social development.

The City in the year 2006 – strategic choices

2.95 Most areas of the City will not, over the period to 2006, be the subject of comprehensive and fundamental land use changes, although the lifestyle of residents and the operation of businesses will continue to be changed by economic, social and demographic factors beyond the scope of any land use based plan. Relatively small areas of the City, notably the City Centre, Docklands and Kingswood, will be the subject of comprehensive development pressures. The CityPlan provides land use guidance for these areas. For the rest of the City, the CityPlan proposes policies to shape incremental change and to maintain and enhance the standard of amenity of established housing, open areas and shopping centres. Established industrial and commercial areas are encouraged to adapt and improve their efficiency and attractiveness for further development.

2.96 The draft RPG and the HSP incorporate a 'policy led' approach based on encouraging population growth in the City and Hull Urban Area.

2.97 This can only be achieved if all sectors of the community see the City as an attractive place in which to live and work, and other planning authorities in the Hull Area can, in the long term, limit development to Structure Plan targets and commitments (particularly housing) as set out in the Development Plan.

2.98 The CityPlan contains a large number of detailed policies, guidance and land allocations. Strategic choices about the level of demand for the main urban land uses have provided the overall context for all matters of detail. Such choices are constrained by:

- the policies and targets handed down by national and local strategic guidance and plans;
- the physical form of the City and the administrative boundary; and
- a realistic view of development pressures and public and private resources available over the period of the CityPlan.

2.99 National and local strategic guidance and plans promote regenerating larger urban areas and, in particular, point to making the best use of under-used or derelict urban land, while retaining and improving valuable open areas. In Hull, the built form of the City is well established and the City's administrative boundary is tightly drawn in places. Only to the north of the built up area is there open land suitable for development to meet the need for new houses, employment areas and social and community facilities.

2.100 Over the Plan period the CityPlan identifies: sites for some 10,000 dwellings to meet needs; and about 300 ha of employment land to assist in creating new jobs and alleviating unemployment.

2.101 These provisions include both 'commitments' and new 'allocations'. The provision of housing is slightly greater than the requirements of the HSP, this is justified to offer both choice and flexibility.

2.102 The CityPlan contains important provisions for sites for new shopping, other social and community facilities and open spaces. Routes for new transport schemes are protected.

2.103 Transport is likely to be a main issue over the CityPlan period. Car ownership in the City is relatively low, compared with the UK average, although the surrounding suburban and rural areas have above

average car ownership levels. Over the Plan period, car ownership could possibly increase at a greater rate than the national rate. Unless car use is constrained, much of the environmental fabric of the City will be degraded. Providing options to private car use by promoting attractive public transport services and providing for much safer and convenient cycle use is increasingly vital.

2.104 The number of economically active residents is unlikely to increase because of the general ageing of the City's population. This trend has significant implications for many of the CityPlan's policies and proposals. The need for dwellings partially reflects population increase, but mainly arises because of the increasing number of one and two person households. The main areas of development and land use change in the period up to the year 2006 are shown in figure 2.5 'Hull's Urban Structure'. Figure 2.7 shows the 'Key components of change in the CityPlan period' up to 2006.

2.105 Within the City the main strategic areas of new development are focused at three key locations.

City Centre

2.106 The City Centre is the main focus for the community and the location for major new shopping, commercial, leisure and cultural developments in the Hull area. The CityPlan identifies about 20 key development sites for a variety of uses.

Docklands

2.107 An overall strategy for Docklands is already being implemented and development is well underway. Extending some 12 km from west to east along the whole estuary frontage, new development includes:

- Priory Park – about 65 ha of employment in the City and the former Beverley Borough, including a business park;
- Summergroves – 900 dwellings and related facilities;

Figure 2.7: Key Components of Change in the CityPlan Period

	1981	1991	2001	2006
Total Resident Population	273,700	265,600	269,000	273,000
No. of Cars available to residents	48,000	63,000	75,000	85,000
No. of households	101,000	103,200	108,000	111,000
No. of dwellings	105,000	107,500	113,000	117,000

Source: Office of Population, Census & Statistics and Kingston upon Hull City Council

- St Andrew's Dock – about 15 ha of employment land, further retail, leisure and heritage developments;
- Victoria Dock/Sammy's Point – some 1500 dwellings and a wide range of community facilities; and
- Alexandra Dock/King George Dock/Queen Elizabeth Dock and Hedon Road – about 165 ha of port related and employment land is available for new development.

2.108 Hull Docklands is considered further in a later chapter of the Hull CityPlan, which identifies Key Dockland Areas as:

- Priory Park/Summergroves
- Western Docks
- Victoria Dock
- Alexandra Dock
- King George/Queen Elizabeth Docks
- Marfleet

An analysis of current issues, opportunities, appropriate land uses and guidance is set out by area. Policies by area provide guidance for appropriate development and environmental improvements.

Kingswood

2.109 Kingswood is a greenfield site in the northern part of the City where development is likely to extend beyond the Plan period. About 5,000 new dwellings,

50 ha of employment land including a business/science park, new shopping and local centre uses, community facilities and major new parks and open spaces are planned. A Planning Obligation between the City Council and the principle landowner has been agreed. This requires, and establishes, a link between selling and occupying houses and completing a town park, other areas of green space and physical and social infrastructure. Kingswood is the largest single development site in the Greater Hull area. The development of Kingswood is the subject of a later chapter of the Hull CityPlan. The land use proposals and programme for development of Kingswood are the subject of a number of inter-related policies throughout the CityPlan.

Rest of the City

2.110 As well as these strategic locations, the CityPlan provides for adapting and expanding key health, educational and community facilities in a variety of sites across the City. The CityPlan also provides a number of sites for housing and employment uses in a variety of sizes and locations spread across the City. The River Hull corridor area is an area where a number of regeneration initiatives are likely to be focused.

CITYPLAN AIMS

2.111 CityPlan aims to provide the vital link between national and strategic planning guidance, the Plan's main themes, City Council corporate policy and the CityPlan objectives. Aims set out the general directions the CityPlan should take and are usually expressed as broad aspirations. Objectives are more specific and provide a standard or target against which implementing policies and proposals can be monitored and measured.

Quality of life and the environment

2.112 Improving the quality of life for the City's residents and visitors is an overall aim of the CityPlan. It promotes a safe, healthy, attractive and accessible environment. It protects and enhances those elements of the City's built and natural environments, promoting personal development, prosperity, equal opportunity and social harmony. It aims to meet the travel needs of all sectors of the community while minimising environmental damage. The CityPlan's first aim helps to shape all the other aims. The broad range of community services and the unique character of the City will be maintained and safeguarded.

Aim 1 To maintain and enhance the quality of life for residents and visitors.

Managing the environment

2.113 Compact cities like Hull, avoiding urban sprawl, can help to minimise damaging local and global environmental impacts. The CityPlan promotes more sustainable development to meet our short term needs, while not unduly compromising the needs of future generations. Using non-renewable resources will be minimised, recycling encouraged, and waste products reduced and properly disposed of. Reducing the need to travel and promoting public transport and safe and convenient cycling helps to save non-renewable resources.

Aim 2 To foster sustainable development and urban living.

Urban regeneration

2.114 The CityPlan not only fosters urban regeneration of the physical environment, but also promotes policies, proposals and patterns of land use, helping to break cycles of poverty and deprivation. It identifies areas of need to assist a wide range of agencies to target their services most effectively. Specific areas for focusing regeneration initiatives will be identified throughout the plan period.

Aim 3 To promote urban regeneration and anti-poverty strategies.



Post-war development - Thornton area

Natural environment

2.115 Because Hull is a flat City with few natural constraints to development, existing open areas have a key role in serving community needs and contributing

to its character. To protect open areas, the CityPlan defines types of Urban Greenspace to meet amenity, recreation and nature conservation needs. The City's pattern of Urban Greenspace is to be retained, enhanced and developed. Protecting the natural environment of the Humber Estuary is a key issue.

Aim 4 To promote the City's natural environment and to protect and improve Urban Greenspace.

Built environment

2.116 The CityPlan tries to protect and improve the City's built environment and conserve the historic character of the City and the amenity of its housing and public areas. Areas of the City where the quality of the built environment is of particular importance are protected. However, the City needs new development to help it adapt to meet new pressures. New development is required to add to the quality and variety of the urban area.

Aim 5 To ensure that development and change improves the existing built environment and conserves the historic character of the City.

Movement

2.117 The local economy, environment and the quality of life of the City's residents are influenced by the nature and performance of the City's transport systems. The CityPlan seeks to improve the efficiency of strategic links to the rest of the UK and to Europe. Within the City, it promotes transport policies and proposals improving accessibility and safety, and minimising adverse environmental effects. Public transport, cycling and walking are encouraged.

Aim 6 To improve accessibility and encourage the efficient and safe movement of people and goods.

Housing

2.118 Most residents in the City are adequately housed, but significant sections of the community do not have housing which meets their needs. The CityPlan assists improving the existing stock of dwellings and allocates sufficient land for new dwellings. Policies will make sure that new development is properly planned and well designed. Providing affordable and special needs housing are key issues.

Aim 7 To provide for the housing needs of the whole community.

Employment

2.119 The strengths of the local economy and its ability to sustain jobs and services are major elements in the quality of life. The City is well placed to take advantage of the Single European Market and develop its role as the Northern Gateway to Europe, but unemployment levels are too high. The CityPlan seeks to help maintain existing economic activity and create new jobs.

Aim 8 To support and develop the local economy.

Shopping

2.120 The familiar range of shops and services in established centres provides a valued resource for the whole community as well as being an important part of the local economy. The CityPlan encourages existing centres to adapt to meet changing needs and establishes exacting criteria for any large scale out-of-centre shopping.

Aim 9 To provide a range of shopping facilities to meet the needs of the whole community.

Community Facilities

2.121 The range of health, education, sports, leisure, social and cultural facilities is an important part of the urban fabric and the quality of life. The CityPlan acknowledges that these facilities need to be available and accessible to all sections of the community.

Aim 10 To maintain and improve the range and accessibility of community facilities.

Tourism

2.122 The CityPlan recognises that tourism benefits the local economy and improves the quality of life for residents by widening the range of leisure facilities and improving the built environment.

Aim 11 To promote the development of tourism.

City Centre

2.123 The City Centre is a focus for the whole community and an expression of community identity and civic pride. It provides the City and its region with a range of functions and services, such as commerce, shopping, administration, educational and cultural services. It is also the focus of the road and public transport systems. The CityPlan emphasises that the City Centre's prosperity is important to the economic health of the Hull area. Its environmental quality is also important to the quality of life of residents, workers and visitors and for attracting investment to the City.

Aim 12 To protect, support and develop the role of the City Centre.

Docklands

2.124 The Port and former dock areas are vital for the future development of the City. The CityPlan encourages development taking advantage of the Port's location as the Northern Gateway to mainland

Europe and regenerating Dockland areas for employment, housing, community and other appropriate uses.

Aim 13 To promote the growth of the Port and further regeneration of Docklands.

Kingswood

2.125 Kingswood is the largest development site in the Humberside area and during the CityPlan period will provide up to 5,000 homes, 4,000 jobs and a wide range of shopping, leisure and community facilities. The CityPlan stresses the importance of Kingswood for urban regeneration, sustainable development and other community benefits for a wide area.

Aim 14 To promote the development of Kingswood, meeting community needs.

